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PROGRAMME PLANNING

Programme planning: country and intercountry programmes and projects

GLOBAL AND INTERREGIONAL PROGRAMMES FOR THE FIFTH PROGRAMMING CYCLE (1992-1996)

Programme period	Actual resources programmed	$
1992-1996	Interregional IPF	67 000 000
	Global IPF	112 000 000
	Fourth cycle carry-over	3 000 000
	Cost-sharing	35 000 000
	Total	217 000 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current global challenges and perspectives

1. Poverty, hunger, devastating diseases, lack of economic opportunity and a deteriorating environment are still found throughout the developing world. In spite of remarkable progress in recent years, especially in reduced child mortality and illiteracy, there are more hungry people today, more dying from preventable diseases, more lacking in education and more seeking for viable water and energy sources than at any time in human history. Past decades of international development cooperation have shown that sustainable development remains elusive as long as people are considered foremost as recipients of development efforts instead of the primary agents of change and progress. The United Nations Development Programme (UNDP) has therefore chosen a people-centred approach as the cornerstone of its development cooperation programmes.

2. The concept of human development introduced in the first Human Development Report, published in 1990, established that the basic objective of human development is to enlarge the range of people's choices. These choices should include access to income and employment opportunities, education and health, and a clean and safe environment. Within the context of human development, the Governing Council, in its landmark decision 90/34 of 23 June 1990, called for a greater concentration of UNDP programmes with the broad aim of enhancing national capacity. It recommended specifically that UNDP focus its activities on six major areas: poverty eradication and grass-roots participation in development; environmental problems and natural resource management; management development; technical cooperation among developing countries (TCDC); the transfer and adaptation of technology for development; and women in development.

3. The global and interregional programmes represent a unique mechanism in UNDP for addressing these concerns by mobilizing international support for research on science and technology and for advisory services. In order for development programmes to be relevant and effective at the country level, it is essential for both developing countries and external support agencies (i.e., all external organizations that contribute to development activities, including international organizations, development agencies, foundations, institutes, non-governmental organizations (NGOs) and the private sector) to participate in and benefit from global research and other interregional efforts. The global and interregional programmes offer concrete opportunities to tap into expertise available in institutions and networks worldwide, promote international partnerships and mobilize financial resources.

4. Over the fourth programming cycle, a number of new global issues were placed more prominently on the international development agenda. They include increasing numbers of illiterates world wide; growing skills gaps between the human resources capabilities of countries that are technologically less developed and those of the more developed nations; persistent unemployment and

underemployment; environmental degradation; negative north/south resource flows; rapid urbanization and its implications for intranational economic disparities; the human immune deficiency virus/acquired immune deficiency syndrome (HIV/AIDS) pandemic, maternal deaths and disabilities due to pregnancy or childbirth; the increasing technology gap between north and south; and transition in both the economic and political environment. What is perhaps common to all of these issues is the action required on a broad range of fronts - at the global, regional and country levels - for any reversal of existing trends. This is true whether one is speaking of the potential impact of climate change on development or the socio-economic impact of the HIV/AIDS crisis which now, more than ever, is a crisis of the developing world.

B. Approaches to priority global issues

5. The global and interregional programmes propose to build on the experience of previous programming cycles to address a number of the major development challenges of the 1990s. In so doing, and where relevant and applicable, the programmes will help promote the utilization of new scientific and managerial tools from the public and the private sector. A more widespread utilization of these tools and techniques offers hope for a solution to many of the challenges which lie ahead. Biotechnology, for example, will play an increasingly important role in the next decade in the fields of agriculture and health. This applies both to the development of improved vaccines and to high-yielding and pest-resistant strains of food crops which minimize or eliminate the need for chemical pesticides. While the sophistication and cost associated with biotechnology products often places them beyond the reach of most individual developing countries, the global programme, through well-established networks and flexible programming, seeks to ensure that the results of the research are applied as quickly as possible for the benefit of the poorest segments of the population. The potentially negative effects of biotechnology will also be considered. In addition, the capacity to generate new products as mentioned in paragraph 16 must be strengthened in developing countries themselves.

6. The global and interregional programmes will continue to strengthen selectively or establish consultative mechanisms with the ultimate aim of supporting national capacity-building efforts. Based on the experience of the Consultative Group for International Agricultural Research (CGIAR), the UNDP/World Bank Water and Sanitation Programme and the UNDP/World Bank Energy Sector Management Assistance Programme, similar mechanisms in other fields such as water resources management, vaccine development, maternal health and external debt management are envisaged. In addition, emphasis will be placed on the strengthening and linking of national and regional research and development institutions, particularly through networks that will help to build local capacity and share experience of mutual benefit. As a neutral multilateral development organization working in all developing countries, UNDP has attractive qualifications for this role. Similarly, close working relationships will be maintained with the Global Environmental Facility (GEF).

II. EXTERNAL COOPERATION

A. The role of external cooperation

7. The primary objective of the global programme is to support research and facilitate access by the developing countries to current research on science and technology, while at the same time enhancing the capacities of developing countries to bring the results of this research to bear on their most critical development problems. Research sponsored by the global programme assigns particular weight to developing country perspectives on the role of science and technology in development while stimulating the formation of research networks, both north-south and south-south, not only to devise solutions but to implement them. The programme will focus primarily on health research and environmentally safe food production, given their vital importance for human development, and will sponsor activities ranging from laboratory research to field testing on a widespread level. By its very nature, such research requires a long-term perspective, or at least one which is greater in duration than for most technical cooperation projects.

8. The interregional programme, through a programmatic approach, has channelled advisory and other services to developing countries in key sectors in all regions. This usually involves carrying out a number of country-specific activities within a broad policy and sector framework established interregionally. Such activities may range from actual field testing at the country level of improved handpumps and other low-cost water and sanitation technologies, to policy work in the area of energy strategies, to actual pre-investment studies designed to yield investments. As in the case of the global programme, network approaches and TCDC are encouraged. Perhaps a unique feature of the activities sponsored and financially supported by the interregional programme is that information on what does or does not work in one country can be readily communicated to another country. For example, a UNDP/World Bank interregional project on trade reform enables a country in one part of the world to have access to knowledge concerning the experience in trade liberalization of another country in a different part of the world. This process is often reinforced by the fact that the programmes supported by UNDP increasingly utilize experts from the developing countries themselves to impart knowledge on the feasibility of different approaches.

9. As a sponsor of various global and interregional activities, UNDP fosters cooperation, not only among concerned developing countries, but also among external support agencies. In a number of instances, UNDP acts as a co-manager of individual programmes at least in terms of establishing broad strategies and formulating and reviewing work plans. In most cases these programmes attract substantial collateral resources from other external support agencies. A considerable proportion of such resources has taken the form of an additionality that is generally expressed at the individual country level.

B. Coordination and outreach arrangements

10. Efforts of the global and interregional programmes have been aimed at ensuring the greatest possible compatibility with UNDP regional and country activities. In some cases, there has been formal cost-sharing with the regional programmes, particularly in the water supply and sanitation and trade and finance areas. In other situations, country-level work sponsored by the programmes has led to significant commitments by individual country programmes. Finally, and especially for the fifth cycle, arrangements have been made with the regional bureaux to engage in joint programming wherever feasible.

11. In parallel with the efforts to strengthen horizontal linkages among intercountry and country-level activities are those aimed at ensuring a harmonization of effort with activities likely to be supported during the fifth cycle by expanded Special Programme Resources (SPR). Although there are certain similarities between global and interregional programmes and certain SPR-sponsored activities, there are also basic differences in the overall approach of these different funding sources and mechanisms. While SPR-supported programmes are explicitly designed to introduce innovative methods into UNDP country-level activities utilizing a fairly short-term time horizon, global and interregional programmes tend to stress the formation of partnerships between UNDP and external support agencies on a longer-term basis in support of global objectives. For example, the availability of SPR funds for HIV/AIDS and development activities will enhance the capacity of UNDP and governments to develop appropriate policy frameworks, new programme approaches and identify more effective and sustainable national interventions. Such SPR involvement will benefit from and build on longer-term interregional HIV/AIDS and development work. At the same time, it would work with, and reinforce, regional and national level HIV/AIDS activities also being supported by UNDP.

12. UNDP has encouraged the formation of consultative mechanisms, involving both developed and developing country participation, which have helped to foster a meeting of minds between developing countries and external support agencies on many of the principal development challenges of our time. Recent examples of this phenomenon include, most notably, the mechanism established in the water supply and sanitation sector through the creation of the Collaborative Council, in the energy sector through the establishment of the Consultative Group of the Energy Sector Management Assistance Programme and in the field of health through the launching of the Consultative Group on the Children's Vaccine Initiative.

III. THE GLOBAL AND INTERREGIONAL PROGRAMMES

A. Assessment of ongoing programmes

13. A mid-term review of global and interregional programmes was carried out in 1989-1990 and submitted to the Governing Council at its thirty-seventh session (1990). This review reached a number of findings which have

pertinence for global and interregional programmes for the fifth cycle. They include:

(a) Virtually all activities supported by global and interregional programmes have benefited from the financial support provided from elsewhere within UNDP, and most importantly, from external support agencies;

(b) Externally conducted evaluations of most of these activities have generally led to more sharply focused programmes and a reduction in the number of stand-alone projects;

(c) The global and interregional programmes have responded quickly and effectively to development concerns unforeseen when the fourth cycle programmes were conceived. These included issues such as HIV/AIDS, conservation financing, debt management and alternative and more environmentally benign strategies for desert locust control;

(d) Additional resources should be allocated by the Governing Council to the global and interregional programmes and the Division for Global and Interregional Programme (DGIP) should continue to exercise leadership on behalf of UNDP in various consultative groups while carefully assessing the desirability of establishing similar groups in other development areas.

14. The mid-term review also urged that greater focus be given to a few high priority areas while ensuring that, wherever feasible and practical, developing countries attain a greater voice in setting the strategic objectives of the individual programmes. It also encouraged efforts to attract increased collateral support for their activities.

15. In response to the recommendations of the mid-term review, certain global and interregional activities supported in the fourth and earlier programming cycles have been phased out. These include work in the general area of marine fisheries, special public works, promotion of non-traditional exports such as fresh fruit and vegetables, training in the maritime field and non-research aspects of diarrhoeal disease control. At the same time, the review pointed out the potential of promising initiatives for the global and interregional programmes such as tropical forestry research, integrated pest management, water resources management and external debt management. Shifts are proposed within existing programme objectives to ensure that they become more responsive to the priorities of developing countries and the Governing Council, as outlined below.

B. Programme achievements

16. The achievements of global and interregional programmes can be measured in several ways, including the number of products developed and adapted, institutions strengthened, people trained, policies devised, management

capacities enhanced, international partnerships fostered and investments generated or influenced at the individual country level. Some of these are illustrated below:

(a) Products developed and adapted: drought/pest resistant agricultural crops, new high yielding crop varieties, techniques for environmentally safe pest management; new vaccines, drugs and diagnostic tests; improved handpumps and latrines; methodologies for energy and water sector assessments and for community development. For example, the Division's contributions to wheat and rice research and development within the CGIAR have helped farmers of the developing world to produce at least an extra 50 million tonnes of food a year - enough to feed 500 million people;

(b) Institutions strengthened and people trained: virtually all global and interregional programmes include a capacity-building component designed to strengthen institutions and to develop human resources at various levels ranging from government ministries to community groups;

(c) Policy-making: sector strategy development is undertaken by programmes dealing with water and sanitation, energy, disease control, urban management, environment, debt management; policy framework for tackling the HIV-AIDS pandemic;

(d) Management: many programmes are increasingly dealing with the management and organization of research and technical cooperation activities as, for example, in the case of improved delivery systems for water and sanitation, improved primary health care delivery systems, external debt management, urban management;

(e) International collaboration: the Division's role in the establishment and direction of multi-partnership programmes is well recognized: For example, it is among the co-founders of major international undertakings such as the CGIAR (annual budget: $300 million); the UNDP/WHO/World Bank Special Programme of Research and Training in Tropical Diseases (annual budget: $30 million); the UNDP/WHO/UNICEF/World Bank Diarrhoeal Diseases Control/Acute Respiratory Infection Programme (annual budget: $18 million); the UNDP/World Bank Water and Sanitation Programme (annual budget: $11 million); the recently created Consultative Group on the Children's Vaccine Initiative, and many others;

(f) Over the past fifteen years, many of the above results generated by the global and interregional programmes have led directly to or have influenced country-level investments. For example, the UNDP/World Bank Water and Sanitation Programme has actively participated during the fourth cycle in the preparation of $4 billion worth of investments targeted to reach over 100 million people, primarily the poor.

17. The most important aspect of measuring the programme's impact, however, is the number of people reached. The degree to which this is the case depends on the programme. For instance, hundreds of millions of people are better off because of high yielding varieties of rice, wheat and other crops, which have

been developed by the international agricultural research centres supported by the global programme; sector policy work in the field of water and sanitation, together with investment project preparation, supported by the interregional programme, will benefit over one hundred million people over the next ten years; drugs, diagnostic tests and vector control techniques, developed with support from the global programme, find their way gradually into national primary health care programmes potentially benefiting tens of millions of people. Thousands of scientists and other specialists trained with the support of the global and interregional programmes are the nucleus of long-term capacity-building efforts in developing countries.

C. Proposals for UNDP cooperation

1. Preparatory process

18. An advisory note on the fifth cycle global and interregional programmes was prepared in early 1991. It received widespread distribution within UNDP headquarters and benefited from a thorough review by various policy-making and advisory committees within UNDP. It was also circulated to all UNDP field offices and - most importantly - through them to UNDP's official interlocutors at the country level in order to ensure that developing country perspectives were fully reflected. In addition, the note was transmitted to all external support agencies as well as to all participating and executing agencies of the United Nations system. Finally, a number of internationally recognized development and environmental experts from both the developed and developing countries were consulted.

19. At the same time, the global and interregional programmes sponsored or co-sponsored a number of formal consultations on specific topics which have helped to guide preparations for the fifth cycle. Both developing countries and external support agencies were represented during these consultations. Among the subjects considered were integrated pest management, various aspects of health, external debt management, water supply and sanitation, capacity-building in the water resources sector and education.

2. Strategy for UNDP cooperation

20. The following guiding principles have underpinned the formulation and design of the global and interregional programmes for the fifth cycle:

(a) The adoption of a strategic approach in programme formulation and implementation based on the identification of the most pressing problems experienced by developing countries world wide; the concentration on the human development aspects of these problems and opportunities for positive change; and the capacity of DGIP to promote international partnerships and mobilize human and financial resources;

(b) Responsiveness to opportunities as well as to the needs of developing countries and the directives of the Governing Council;

(c) Willingness to explore opportunities for intensified collaboration with United Nations agencies and other external support agencies while ensuring the participation of developing countries in consultative mechanisms;

(d) Linkages with and reinforcement to regional and country programmes financed by UNDP in related areas;

(e) Potential for both quantitative and qualitative impact;

(f) Environmental impact considerations.

21. On the basis of the guiding principles noted above, it is proposed that the programmes concentrate their efforts on social development and poverty eradication, environment and natural resources, and public sector management. In all three cases, gender analysis, capacity-building, participatory approaches, and the private sector provide cross-cutting themes which will receive special attention. These areas of concentration reflect key aspects of human development such as food security, basic services in health, education and environmental sanitation and income generation. A consistent effort will be made to articulate the human development dimension in programme formulation and implementation by drawing on the best ideas and expertise available whether at the level of scientific research institutions or at the level of grass-roots organizations. While narrowing the focus of global and interregional programmes to these three areas of concentration, it is intended that these programmes will, nevertheless, continue to have the ability to respond to unforeseen needs or opportunities.

3. Proposed UNDP cooperation in selected areas of concentration

Social development and poverty eradication

22. The past decade has witnessed a stagnation, and in some cases a decline, in government funding in the social sectors, especially in education and health. Although attempts are being made to cope with the negative effects of structural adjustment and policy change in many countries, hundreds of millions of people, particularly children, and most particularly girls and women, still suffer from inadequate access to education, health services and employment opportunities. The commitment of UNDP to human development is therefore of special relevance in these areas.

23. In its decision 90/34, the Governing Council stressed the importance of human development. The Human Development Reports of the last two years have contributed to a statistical base that both clarifies the quantitative aspects of human development, and offers a means for the measurement of qualitative progress. In addition, the UNDP approach to human resources development builds on inherent mutualities between sectors such as education, health and employment in addressing relationships between human capabilities and economic and social advancement. UNDP can thus use to good advantage its special characteristics of (a) emphasis on people-centred, more integrated,

participatory development and (b) experience in facilitating coordination among multisectoral and multidisciplinary programme approaches from both within and outside the United Nations system. The framework for global and interregional programme priorities in the education, health, and employment sectors will therefore continue to exploit the complementarities between these and other sectors, as outlined below. In this respect, it is intended that the interregional programme will provide financial support, along with other UNDP programmes, for concrete activities demonstrating the advantages of holistic human development strategies and how they can be formulated and implemented at the country level.

24. Despite the efforts of many countries, enormous deficiencies persist in the area of education. More than 130 million children, including at least 80 million girls, have no access to primary schooling and more than 100 million young people and countless adults fail to complete basic education. Close to one billion adults, two-thirds of whom are women, are illiterate. Functional illiteracy is also a significant problem. The challenge to policy-makers, researchers and teachers is to improve both the quality and quantity of education within very tight educational budgets. It is essential to find new ways to generalize basic education particularly in the poorest areas in the world, with a view to securing lasting effects on the educational and literacy fronts and to prepare the large proportion of children without access to secondary education for jobs in rural and urban areas. It is intended therefore that the interregional programme will provide financial support along with other units in UNDP and other external support agencies in concrete follow-up activities recommended by the 1990 World Conference on Education for All in such areas as educational needs assessment; the efficiency and relevance of school systems to changing economic and technological conditions; curriculum development to improve and accelerate literacy and numeracy programmes along with living skills and environmental education programmes; the needs of educationally marginalized groups, women, minorities and refugees; the greater involvement of NGOs and community groups; and the introduction of special courses for adults aimed at economic productivity and social skills development. The interregional programme will also facilitate the exchange of information and experience among countries on improved and cost-efficient forms of basic education to meet learning needs in the public and private sectors. A prime consideration in providing UNDP support will be the further development of national institutions to design and carry out action-oriented research programmes in the above areas. Although the major focus of the proposed programme is on basic education and learning needs, support in other critical areas at higher levels e.g., in science and technology will be explored.

25. Nearly 15 million children die in the developing world each year as a result of infection and malnutrition - almost 40,000 per day. Those children who do survive face repeated onslaughts of diseases, including bacterial, viral and parasitic infections. Some half a million women die while over 100 million become disabled or suffer disabling illness each year from complications associated with pregnancy and childbirth. Most of these deaths and disabilities, as well as the loss of productivity of active women, are

avoidable. The health problems associated with poverty and under-development are increasingly, compounded by chronic and degenerative diseases of adult life, including cancer, heart and lung disease as well as stroke and other diseases of affluence. This latter phenomenon is generally regarded as a health transition and affects more and more people in the developing countries. Sustainable development is an impossible goal as long as so many groups in society remain at risk. Accordingly, and in collaboration with other agencies within the United Nations system such as the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF), with non-governmental organizations (NGOs) and with a broad spectrum of external support agencies, the global and interregional programmes will support work contributing to the more effective utilization of available disease control measures while helping to identify new and improved preventive measures and treatments. Support will be provided in particular to research of a biomedical, applied, operational and community-based nature.

26. Research support from global resources will be proposed in the fields of reproductive health and maternal mortality, HIV/AIDS, the development of improved and new vaccines and other tools for disease control, and the improvement of health planning and management. Examples of research support are given in the following paragraphs.

27. Research on reproductive health has high priority since unwanted fertility is a major cause of perinatal and pregnancy-related deaths and since infertility from sexually transmitted diseases and other causes may be largely preventable. In addition, effective contraception helps women to control their own lives, and helps parents to achieve the size of family and spacing of children they can raise in good health and with educational opportunities. Furthermore, it helps countries to balance the rate of population growth with sound development objectives.

28. UNDP was a co-sponsor of the 1987 Nairobi Conference on Safe Motherhood, which focused attention on this subject. The goal of halving maternal mortality by the year 2000 was set at the World Summit for Children at the United Nations in 1990. In a recent, forward-looking assessment of UNDP-supported maternal mortality and morbidity programmes at the country and intercountry levels which were initiated following the Nairobi Conference, it was recommended that the next phase of the Safe Motherhood Initiative would depend on the ability of all the parties to clarify priorities and mobilize additional human and financial resources. Efforts will therefore be made through the interregional programme, working with other parts of UNDP, and with WHO, UNICEF, the United Nations Population Fund (UNFPA) and the World Bank, foundations and Governments to identify collaborative arrangements to strengthen national capacity and to develop policies and programmes that will make the most immediate contribution to reducing maternal deaths and disabilities.

29. The HIV/AIDS pandemic poses a threat to health and socio-economic development of almost unimaginable proportions. In collaboration with other development partners both within and outside of the United Nations system, the

global and interregional programmes have been actively involved in promoting a greater awareness of the development implications of the pandemic and devising strategies for mitigating the multifarious impacts of the disease. In May 1991, UNDP and WHO jointly sponsored the first meeting on AIDS drugs and vaccine supply with pharmaceutical industry leaders with special emphasis on their availability in developing countries. The prevention, treatment and social and economic impact of HIV/AIDS are key areas for strategic support by the programmes in close cooperation with the host of external support agencies supporting developing country efforts in these fields. Under the leadership of the UNDP Special Adviser on HIV/AIDS, a special programme on HIV/AIDS and development has been launched to promote and coordinate activities on this critical area.

30. One of the most cost-effective approaches to control major infectious diseases affecting children in the developing world is the extended use of appropriate vaccines. Thus, the establishment of national expanded programmes on immunization plays an essential role in the fight against six major childhood diseases. Although immunization coverage has risen from 5 per cent to 80 per cent over the past 15 years, there is still much more to be accomplished. No vaccines exist at present to protect against many viral, bacterial and parasitic diseases. Vaccines currently available against poliomyelitis, tuberculosis and measles are not optimally adapted to conditions prevailing in developing countries. Vaccines requiring repeated injections make complete vaccine coverage both difficult and expensive.

31. There is also an urgent need to increase the heat stability of all vaccines, for current and future use in extended programmes on immunization, which at present require a cold-chain system. The development of biotechnology has so far been centred on the interests of developed nations. However, the stage has now been reached where it is possible to envisage short-term and medium-term benefits from applying biotechnology to the health problems of developing countries. Also, side-products of the vaccine development efforts will allow the transfer of new diagnostic approaches to developing countries for diseases in which case-detection is essential for control (e.g., tuberculosis). The resulting improvement in the ease of vaccine delivery will have a very significant impact in reducing the cost of disease prevention; and in the long term, on the economic burden represented by those diseases.

32. While biomedical research efforts are under way, more operational research is needed to improve strategies to reduce the estimated four million childhood deaths occurring each year from acute respiratory infections and the four million deaths caused by diarrhoeal diseases which are not preventable by existing vaccines. Emphasis must therefore be directed towards developing and improving approaches utilized in the delivery of acute respiratory infections and diarrhoeal case-management strategies. These strategies can result in reduced mortality and morbidity and ensure more effective use of available resources, thus strengthening primary health care.

33. The UNDP/World Bank/WHO Special Programme for Research and Training in Tropical Diseases is active in the development of new methods of prevention, diagnosis, treatment and control of the major tropical diseases. To date, more than 80 products have been developed with the support of the Special Programme, such as new drugs against malaria, onchocerciasis (river blindness), trypanosomiasis (sleeping sickness) and leprosy; diagnostic tool kits; vector control tools such as insecticide-impregnated bednets for malaria and tsetse fly traps and screens for African trypanosomiasis; and trials of vaccines against leprosy and leishmaniasis. Increasingly, developing country institutes, scientists and other health personnel are participating in product development, clinical trials and field research to tailor them to the specific needs of their countries.

34. An important feature of these research programmes is their commitment to research capacity-strengthening in developing countries. All these programmes will have an immediate impact on innovative and cost-effective primary health delivery systems and the achievement of greater integration of primary health care into overall development planning. Similarly, efforts to involve women and women's groups in setting health care goals need to be accelerated.

35. One third of humanity - mainly poor people living in the developing countries - never enjoy the obvious health and other benefits resulting from access to clean water and sanitation facilities. Improving water supply and sanitation services provided to the poor remains a major challenge for the 1990s. The International Drinking Water Supply and Sanitation Decade was formally concluded at the end of 1990. Near its conclusion, in September 1990, UNDP organized and the Government of India hosted the Global Consultation on Safe Water and Sanitation for the 1990s. The Consultation reviewed the progress during the Decade and made a number of recommendations for the future. These recommendations, endorsed by the General Assembly, formed the basis of actions which should be taken during the 1990s. During the Decade, the international community as a whole made the provision of improved water supply and sanitation facilities a top priority and rallied to the support of Decade goals and objectives. Some 130 billion people in the developing world gained access to safe drinking water and 700 million to sanitation facilities for the first time in their lives. One of the principal instruments for addressing the Decade goals is the UNDP/World Bank Water and Sanitation Programme.

36. The Water and Sanitation Programme continues to be a major force in the development of affordable, community-based technology and management techniques. As indicated in paragraph 16 (f), it has been associated with the generation of over $4 billion in investments targeted to reach over 100 million people living in low-income rural and peri-urban areas. The Programme was the subject of an extensive assessment carried out in 1990, which recommended its continuation on the understanding that increased emphasis would be given to national capacity-building and intensified collaboration with other organizations, in particular WHO and UNICEF and with the Department of Technical Cooperation for Development (DTCD). A complementary programme, the Promotion of the Role of Women in Water and

Sanitation Services (PROWWESS) was also assessed and will be incorporated into the Programme while adding new elements dealing with credit and micro-enterprise development. PROWWESS will also collaborate with WHO in the field of health education and the experience and participatory approaches pioneered by PROWWESS will be selectively expanded to other sectors in accordance with the broader human development mandate of UNDP.

37. With regard to food security, programmes in agriculture and fisheries will be recommended for funding. They will be selected on the basis of their importance vis-à-vis poverty eradication and nutrition. Examples include the genetic improvement of tilapia and a global research and testing programme for plantains and bananas that are resistant to devastating diseases. In addition, efforts will be made to improve the nutritional quality of certain of the major staple foods of the developing world, such as rice, cassava, maize and potato. Particular attention will be given to the iron, iodine and vitamin A content of food crops.

38. Productive employment generation will be promoted through the development of new methods for supporting small and informal enterprises and basic services through NGOs and similar intermediaries. Special attention will be given to the provision of credit and credit guarantees needed to stimulate social and economic development, particularly among the millions of poor people living in urban fringe areas. Exchange of experience and experimental schemes will be the principal means for employment generation in the small-scale production and tertiary sectors. Regarding the provision of education and health services, in the absence of funding of basic services by the government and municipalities, communities have no choice but to finance the necessary infrastructure and services by themselves; hence the need for credit to supplement the funds collected from within the communities.

Environment and natural resources

39. The concern for the environment and the protection of natural resources is seen here from the wider perspective of sustainable development - one which is closely linked to the concept of human development. In this sense, the overriding goal of protecting the environment and physical resources ensures that people of this and future generations will have improved living conditions.

40. Because of the nature of most environmental problems and the solutions which they demand, the global and interregional programmes offer an excellent instrument through which these problems can be addressed at various levels. Environmental management can be enhanced only if it is tackled simultaneously at the global, regional and country levels. This makes it an eminently suitable issue for selective interventions by the global and interregional programmes. These interventions can reinforce and in turn be reinforced by programmes funded through SPR and national IPF resources.

41. The global and interregional programmes will act in support of the UNDP mission to assist developing countries integrate environmental plans and

strategies into their development programmes. Activities in the other themes of the global and interregional programmes will also emphasize the need for improved environmental and natural resource management. The linkages among the themes will ensure that there is a mutual reinforcement of the activities among the various themes of the global and interregional programmes.

42. The global and the interregional programmes embody three areas of concentration in the theme of environment and natural resources. These areas were chosen because they are critical to most sectors of the population of developing countries, particularly to the most vulnerable sectors of the population. The three areas are: (a) food production and food security, (b) energy and its environmental dimension, and (c) water management and conservation. The continued deterioration of soil and water resources in most developing countries, with their consequently negative effects on food production and drinking water supplies is a cause of grave concern since the most vulnerable sectors of the population are usually affected most acutely. In addition to being the most important contributor to air pollution and often to deforestation, energy is also one of the most important - but often scarcest - resources for large sectors of the population in developing countries.

43. There have been successes in increasing the production of staple foods such as rice, maize, potatoes and cassava at the global level in the last two decades. These successes, however, have often been achieved at a high environmental cost. While some areas of the world have fared better in producing food for their populations, the prospects are poor in other areas, such as sub-Saharan Africa. In other areas, the increase in food production has been achieved by expanding the agricultural frontier and by using high input, polluting techniques which are not sustainable in the long run. In many cases, the expansion of the agricultural frontier has been achieved by incursions into marginal lands because of a shortage of arable land. The objective of the global and interregional programme will be to support the increase of food production in an environmentally sound and sustainable way. The global and interregional programmes will therefore shift the focus away from research exclusively directed to increasing food production without any concern for the environment and will concentrate on sustainable agriculture and food production through sustainable farming systems.

44. In the fourth cycle, the global and interregional programmes were heavily engaged in supporting agricultural research programmes around the world. A large part of the funding was provided through CGIAR for specific activities. While continuing to support CGIAR in the fifth cycle, the global and interregional programmes will seek to widen network of partners and will strengthen links with national and regional programmes, including those funded through indicative planning figure (IPF) and SPR resources in the area of food production and sustainable agriculture. In its links with research institutions, the global and interregional programmes will limit support to those programmes in line with the UNDP strategy in food production and security. Emphasis will also be placed on training developing country personnel and on projects which incorporate gender issues that may be relevant to particular research strategies.

45. The global programme will also support programmes and projects aimed at developing and testing integrated pest management techniques and low chemical and non-chemical pest management systems based on modern technology. This research should be oriented towards (a) introducing pest-resistant genes into modern crop varieties through the use of biotechnology and plant breeding and (b) exploiting predators and other natural enemies of crop insect pests and diseases. Apart from activities pertaining to food crops, the programme will also support research on environmentally benign techniques of desert locust control in collaboration with the Food and Agriculture Organization of the United Nations (FAO).

46. The global and interregional programmes will also strengthen their links with major global environmental initiatives such as the GEF and the Tropical Forestry Action Plan (TFAP). One area of interest for this collaboration, which falls within the proposed strategy of the global and interregional programmes, is that of shifting cultivation. The global programme will support research on shifting cultivation and on alternatives to shifting cultivation. The condition of indigenous and local groups which have inhabited the forest for centuries will be considered in particular. In this respect, support will be given to research aimed at conserving and disseminating the technologies of some of these groups, especially those related to forest management and agroforestry.

47. Energy is not only an essential life resource. It is also a major contributor to environmental degradation in both the developed and the developing countries. Energy-related issues contribute in one way or another to issues as diverse as: deforestation, desertification and soil erosion, urban air pollution from emissions of noxious gases and particulates as well as transboundary pollution problems, including acid rain, global warming and ozone depletion. It is estimated that in the next ten years alone, developing countries are likely to increase their share of world energy consumption from 33 per cent to 40 per cent. The inclusion of Central Europe could imply a figure well in excess of 50 per cent. Much of this increased demand will be satisfied by fossil fuel energy sources - coal, oil and natural gas - which are in turn the major sources of local air pollution and regional problems such as acid rain.

48. The global and interregional programmes will support research to address not only the supply side but also the demand side of the energy equation. On the demand side, support will be given to programmes of energy management and research aimed at identifying technologies which optimize and conserve the use of energy and are at the same time environmentally benign. On the supply side, there will be particular interest in the global and interregional programmes for the support of research on alternative sources of energy to the traditional fossil fuels mentioned above. Of particular interest will be innovative research programmes in hydroelectricity (mini-hydros), wind and solar power, biomass, and geothermal sources.

49. The global and interregional programmes will continue their support to the UNDP/World Energy Assessment Programme (ESMAP). The ESMAP Consultative

Group has agreed that ESMAP should remain principally a programme for energy and development matters but must also address the environmental concerns of energy use as a part of the country strategy work which it expects to undertake in some 30 to 40 developing countries during the fifth cycle. This will be done through building capacities in these countries to incorporate environmental issues automatically into the energy planning process and through encouraging the use of energy as a means of reducing harmful emissions. ESMAP is also expected to intensify its work on the reduction of losses from the transmission and distribution of electricity.

50. Water is also an essential resource for human development and like energy is a scarce commodity in many parts of the world. Its supply affects human health, food production and development opportunities in general. Much progress was achieved in the 1980s by increasing the awareness of the need for improved water resource planning and management. In many cases, this awareness has already been translated into revised policies and specific programmes. UNDP has been a major supporter of many of these programmes around the world. The global and interregional programmes will continue their support in this area in the fifth cycle.

51. Although water is a component in all the areas of concentration of the global and interregional programmes, particular attention will be paid to supporting programmes directed towards integrated water resource management, conservation and water quality. Because of the interdisciplinary nature of the problems encountered with water, and because they usually involve several sectors of the economy, the global and interregional programmes will support activities which involve key institutions such as governments, NGOs, and community-based organizations. Special emphasis will be placed on water sector capacity-building aimed at institutional and human research development at various levels.

Public sector management

52. Organizational change and improved governance are the public management issues of the 1990s. An increasing number of Governments realize the value of a market economy and the importance of acting quickly and effectively. Public enterprises slash costs, improve systems and product quality, and privatize to compete without subsidies.

53. In the past, many Governments tried to control large segments of the economy. Now, they are becoming facilitators rather than controllers. Governments are supporting productive enterprises by enforcing stable rules governing the relations between government and business, and by not undermining private investment.

54. The decision to shift to a market economy has not been easy, and comes after years of economic disappointment in the countries concerned. Yet implementing market-oriented reforms in these countries will be even more difficult. Public institutions need top-to-bottom changes and vastly improved systems and procedures to help make the reforms last. Even so, most market-oriented reforms will take many years to bear fruit.

55. Effective governments understand the role of technology and make use of it in increasing living standards, reducing illiteracy and improving health standards. The interregional programme will support a continuing study of factors which facilitate and hamper the reform process in all regions.

56. Given the global economic and political changes, alternative institutional arrangements and mechanisms will be needed to use the full complement of human energy in both the Government and private sectors. During the fifth cycle, interregional programmes may help Governments to design and carry out strategic programmes for management improvement, including systems changes. These programmes will focus on three critical success factors for good governance: improved economic management; promotion of international trade and investment; and improved public administration.

57. Improved economic management. The types of economic policies that appear to be associated with good governance include: a realistic exchange rate; non-discrimination against exports; relative prices that reflect market realities; interest rates that reflect the true cost of capital; broad-based health and education services; and non-inflationary monetary and fiscal policies. UNDP can assist Governments to analyse this relationship.

58. The UNDP-commissioned independent review and assessment of international technical cooperation for external debt management launched in the fourth cycle will be followed up in the fifth cycle. This exercise involved consultations with 16 debtor countries, a number of creditor countries and international and regional financial institutions. As a result, there is now greater coherence and transparency in the technical cooperation programmes of agencies such as the United Nations Conference on Trade and Development (UNCTAD) and the World Bank. Moreover, there is now a consultative mechanism and plans are advancing for a major new inter-agency technical cooperation programme designed to enhance local capacities to improve the management of existing as well as future stocks of both domestic and external debt.

59. In close consultation with the Regional Bureaux, the interregional programme is also considering giving support to a major global training effort in association with the International Monetary Fund (IMF) Institute to help improve developing country capacity for macro-economic management under conditions of transition and adjustment. Through in-country training workshops, economic managers will gain a greater appreciation of the impact that appropriate monetary, fiscal, and exchange rate policies can have on reducing inflationary pressures and in helping to foster the stable economic environment needed to sustain growth.

60. This programme will also be supported by other donors. The UNDP substantive contribution will be to ensure that the social and political dimensions of economic reform are fully covered and that innovative training methodologies are used, such as role playing, computer-based training, and interactive video. UNDP will also work with the IMF Institute to ensure that participants are selected through a systematic process using training needs assessments in their respective institutions and that they are productively reintegrated by their institutions after their course is finished.

61. Promotion of international trade and investment. During the fourth cycle, UNDP has gradually phased out interregional programmes in the field of trade and finance. For example, a market news service for fresh fruits and vegetables and other non-traditional exports will be handed over to its host organization, the International Trade Centre (ITC) by the end of 1991. In a similar manner, UNCTAD is taking over the TRAINMAR programme, which trains an average of 3,500 middle-level managers in the maritime sector per year. The creation of the TRAINAIR programme applied this approach to the civil aviation sector. During the fifth cycle, TRAINAIR will be transferred to the International Civil Aviation Organization (ICAO) and other possibilities for the application of this proven training methodology will be considered.

62. UNDP/UNCTAD cooperation with developing countries in multilateral trade negotiations may also extend to the fifth cycle. Depending on the outcome of the Uruguay Round of Negotiations, many countries may need help to take full advantage of agreements reached in such areas as agriculture, tropical products and textiles as well as intellectual property and trade-related investment measures. Although most support will be required at the country level, UNDP interregional and regional programme support are envisaged during the fifth cycle for coordination, exchange of information and strategy development.

63. In close collaboration with at least two regional programmes, the interregional programme, has during the fourth cycle, supported the Foreign Investment Advisory Services Programme (FIAS), which is jointly sponsored by UNDP, the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency. FIAS has made a major contribution to the improvement of the enabling environment in many developing countries for increased foreign direct investment. During the fifth cycle, the interregional programme will support a closely related programme of the United Nations Centre on Transnational Corporations (UNCTC), which intends to give special attention to the needs of the transitional economies for assistance in the area of foreign direct investment.

64. The UNDP/World Bank Trade Expansion Programme (TEP) began a pilot phase during the fourth cycle. TEP assists individual developing countries, at their request, to gain a better appreciation of the macroeconomic, fiscal and other dimensions of reforming their national trade policies. The programme is currently active in ten developing countries, and demand for TEP assistance will grow substantially during the fifth cycle, particularly in the transitional economies. Indeed, TEP has already sponsored a major action programme of trade policy reform in Poland and Czechoslovakia. In future, ways will be considered of ensuring TEP follow-up to individual country assessments already undertaken. In collaboration with selected developing country institutions, it will also examine the nature of the effects of expanded trade upon different income groups. Also, efforts will be made to strengthen the TEP country work with the activities of other agencies such as UNCTAD and ITC, particularly in the area of trade facilitation.

65. The economic policy changes described above have created skill and policy vacuums in many of the countries in transition in Eastern Europe, Latin America, Asia and Africa. In response, the interregional programme launched an entrepreneurship development programme based on the INTERMAN network of management training institutions. A task force of United Nations specialized agency, government and private sector experts has established a database of entrepreneurship development programmes, published detailed programme notes on the most successful and transferable ones and established a support structure to facilitate programme transfers. In the fifth cycle, the interregional programme will build on this network, in collaboration with other external support agencies, in order to support the effective transfer of several training programmes and strengthen the support system.

66. A major element in economic transition is the set of institutional, operational and ownership policies that affect individual enterprises. In order to assemble, analyse and disseminate experiences from a developing country perspective quickly, the interregional programme established a network on privatization. Case studies have been published and have helped Governments run privatization workshops for senior officials in Poland, Hungary, Panama, Trinidad and Tobago, Nepal, Burma and Uganda. Recent guidelines on privatization, prepared in collaboration with United Nations agencies and international financial institutions, have been widely utilized.

67. Improved public administration. Although the programmes of management improvement being undertaken bear many common features (e.g., the introduction of professional, depoliticized public sector personnel management systems, the delegation of decision-making, privatization, enhanced skills and institutional capabilities for dealing with new international economic partners), the circumstances in which they are taking place differ widely in terms of: (a) the impetus for change (e.g., whether the changes are internally or externally induced or whether they stem from a need for fresh capital or new technology); (b) country characteristics (e.g., resources, market size, government and political systems, cultural values, extent of private sector development, state of infrastructure and technological development, international economic relations); and (c) the salient features of the improvements being embarked upon (in terms of pace and scope of intended change, goals, and the particular mix of objectives of government and international development finance institutions).

68. The interregional programme will work with other UNDP programmes such as the Management Development Programme (MDP) with DTCD and other development partners to review the experiences of Africa, Asia, Eastern Europe and Latin America in designing programmes of management improvement and to help countries adapt to the changing global economic environment. Attention will be paid to the main features of the reforms, the circumstances in which they have arisen, how they were shaped and designed, and the role of international technical cooperation in the latter. An assessment of the implementation and impact of programme measures to date will be carried out.

69. Of particular interest will be issues of sustainability and institutional capacity to implement economic management improvements. Reviews of the initial experiences of a cross section of countries will also provide international donors with guidance on how best to help Governments adapt to the changing global economic environment and to issues of programme design such as the need to achieve government ownership over measures undertaken.

70. The rising expectations that have accompanied the transition described above have other political and human development dimensions which will involve the interregional programme. Many countries have recently held or are about to hold their first democratic elections. Building on the record of UNDP in Haiti and other countries, an effort will be made to share experiences in electoral administration between countries and regions through an action-oriented networking activity. On the human development side, the National Household Survey Capability Programme, established with support from the interregional programme, will lead an inter-agency initiative on the statistical measurement of the achievement of social goals and human development. The resulting data will help policy-makers assess their progress in this critical area.

71. In order to help developing countries face the challenges of the twenty-first century, a new research programme will be established to identify, in each region, the knowledge, attitudes and skills required by managers in order to lead business firms and public institutions. Innovative approaches to management development will be identified and the factors critical to their success will be analysed. This programme will be supported by several external support agencies and will utilize inputs from MDP and associations of management institutions in developed and developing countries. At a later stage, the programme will promote the transfer and adaptation of these innovative approaches.

72. The interregional programme has been instrumental in promoting a systems approach to training which has been applied to various sectors as appropriate. By promoting the preparation of course material in developing countries according to detailed standards, this approach has improved the quality, quantity and relevance of training material available to developing countries and capitalized on resources from both developed and developing countries.

73. Cities of the developing world face challenges that have never previously been confronted. During the 1990s, some 600 million people will be added to the world's cities and towns. There will be 21 megacities of more than 10 million people in the 1990s, of which 18 will be in developing countries. By 2000, more than half of the poorest segments of the population of developing countries will be in cities and towns.

74. Since 1987, the Urban Management Programme of UNDP/World Bank/United Nations Centre for Human Settlements (Habitat) (UNCHS) has carried out country-based studies from which policy frameworks and guidelines were prepared for extensive field-testing and application during the second phase

of the programme. Central Governments, municipalities and communities are the main partners of the programme, which will focus on the most pressing urban problems in the fields of finance, land, infrastructure, environment, poverty and culture. This programme, in response to an assessment in 1991, has evolved beyond the production of studies, policy frameworks and guidelines into a programme that is demand-driven (by developing country cities) and that will respond to identified needs, provide for the exchange of information about possible solutions to urban management problems, and continue to seek innovative solutions to the problems faced by the growing number of urban poor. During the next phase, programme activities will be further decentralized to regional and national institutions through various networks.

75. The Human Development Report 1990 emphasized the significance of people-centred urban environmental concerns. There is a growing recognition of the role of municipalities, towns, NGOs and communities in improving the urban living conditions. In the context of Agenda 21 of the United Nations Conference on Environment and Development (UNCED), therefore, representatives of NGOs and mayors have held a series of conferences during the past year to mobilize support for local community initiatives to improve the quality of the urban environment. During the fifth programming cycle, UNDP will play the mediating role among the bilateral donors, mayors of developing and developed countries and NGOs in mobilizing financial support for such local community initiatives.

76. Decentralized decision-making is another aspect of good governance. UNDP has amassed considerable experience in this area through MDP and other programmes. The question is whether commonalities can be identified which would facilitate the introduction of decentralized decision-making in developing countries attempting to achieve it. Furthermore, if commonalities can be identified, would UNDP support be of advantage? The interregional programme may commission some analytical and operational work to see to what extent a case can be made for support to an action programme in this area.

D. Management and coordination arrangements

77. The global and interregional programmes are characterized by research in strategic areas, collaborative management approaches, long-term commitments and international partnerships. United Nations specialized agencies (e.g. WHO, World Bank, FAO, the International Labour Organisation (ILO), UNCTAD, ITC, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Meteorological Organization (WMO)), DTCD and consultative groups (e.g. CGIAR, ESMAP) are involved in strategy development, programme design and implementation, with special attention to the participation of developing country scientists, field workers and institutions.

78. Within UNDP, the Division for Global and Interregional Programmes (DGIP) works closely with policy, technical and operational units, as follows:

(a) Bureau for Programme Policy and Evaluation (BPPE). Consultations are held routinely on policy and technical issues affecting not only the global and interregional programmes but also collaboration and coordination with SPR initiatives. In addition, a substantive dialogue takes place on linkages and feedback between global, interregional, regional and country programmes. This process is enhanced by the fact that, as of 1 October 1991, DGIP reports to the Assistant Administrator and Director of BPPE and has intensified its collaboration with the policy, technical and operational units of BPPE such as the United Nations Capital Development Fund (UNCDF) and the United Nations Volunteers (UNV).

(b) The Regional Bureaux. Periodic consultations are held with the Bureaux staff and Regional Programme staff, focusing on joint programming and exchange of ideas, particularly on specific intercountry programmes.

(c) UNDP field offices. Strategy papers, project documents and periodic reports are widely disseminated to Resident Representatives and, through them, to government ministries, institutes and other interested parties. Furthermore, an increasing number of Resident Representatives are seeking advice from agencies, institutes and centres supported by the global and interregional programmes, in many instances leading to the application of programme outputs in national projects supported by the country IPF. Finally, UNDP field office assistance is important in the planning and subsequent implementation of the national components of the Division's programmes.

79. It should be noted that international partnership programmes (as mentioned in para. 16) bring together both external support agencies and developing countries, thus allowing joint discussions, decisions and review that have a direct impact on the direction and implementation of global and interregional programmes.

IV. RECOMMENDATION OF THE ADMINISTRATOR

80. The Administrator considers that the proposals for activities to be carried out by the global and interregional programmes in the fifth cycle are built on the relative strengths of these two programmes and their past work. They are responsive to the major priorities of developing countries and to decisions of the Governing Council. They are focused in a strategic manner and conducive to the attraction of collateral funding. The Administrator recommends therefore, that the Governing Council approve the global and interregional programmes for the fifth cycle.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + COST-SHARING) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	3 000	
Fifth cycle IPF [Global]	112 000	
[Interregional]	67 000	
Subtotal IPF		182 000
Project cost-sharing (Third Party)	35 000	
Programme cost-sharing	-	
Subtotal cost-sharing		35 000
TOTAL		217 000 a/

II. ALLOCATION OF RESOURCES (IPF + COST-SHARING) BY AREA OF CONCENTRATION

(Thousands of dollars)

Area	IPF	Cost-sharing	Total	Percentage of total resources
Social development	6 000	2 000	8 000	34
Environment and natural resources	8 300	2 000	10 300	44
Public sector management	2 500	1 000	3 500	15
Unprogrammed reserve	1 400		1 400	7
TOTAL	18 200	5 000	23 200	100

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	Related to selected GIP areas of concentration	Percentage of total
	(Thousands of dollars)	
A. UNDP-administered funds		
Special Programme resources		To be determined
UNDP-administered funds		To be determined
Subtotal	-	
B. Other United Nations sources		
JCGP participating agencies		To be determined
Other United Nations agencies (non-UNDP financed)		To be determined
Global Environmental Facility	15 000	
Subtotal	15 000	
Total non-core and other United Nations resources	-	
C. Non-United Nations sources	-	

a/ This amount does not include $15,000,000 complementary assistance from GEF as mentioned in III (B) above.

Annex II

PROGRAMME MATRIX a/

Selected areas of concentration	Poverty eradication and grass-root participation in development	Environmental problems and natural resources management	Management development	Technical cooperation among developing countries	Transfer and adaptation of technology for development	Women in development
SOCIAL DEVELOPMENT AND POVERTY ALLEVIATION						
- Health	*		*	*	*	*
- Education	*		*	*		*
- Water and sanitation	*	*	*	*	*	*
ENVIRONMENT AND NATURAL RESOURCES						
- Food production	*	*			*	*
- Water resources		*	*	*		
- Energy		*	*			
PUBLIC SECTOR MANAGEMENT						
- Trade	*		*	*		
- Finance	*		*			
- Management training			*	*		
- Entrepreneurship	*		*			
- Urban management	*		*	*		

a/ Asterisks indicate major linkage only.